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October 26, 1993

William F. Caton Acting Secretary Federal Communications Commission 1919 M Street, N.W., Room 222 Washington, D.C. 20554

Re:

ProNet Inc.

PP No. 23

ORIGINAL

OCT 2 7 1993

FEDERAL COMMUNICATIONS COMMISSION OFFICE OF THE SECRETARY

Dear Mr. Caton:

On July 30, 1991, ProNet Inc. ("ProNet") filed the above-referenced Request for Grant of Pioneer's Preference ("Request"). This Request accompanied a Petition for Rule Making ("Petition"), wherein ProNet sought amendment of the Commission's Rules to establish its Electronic Tracking Service ("ETS") in the 218-219 MHz band.

The Request was based upon the innovative nature of ETS and the fact that it maximizes the capabilities and possibilities of radio tracking technology for protection of public safety and private property. As detailed therein, ETS is a unique application of low power radiolocation technology, which adds functionality to and provides different uses for the radio spectrum. Its low ERP maximizes spectrum use and facilitates spectrum sharing.

ProNet herein requests leave to supplement its Request with the attached Request to Modify Petition for Rule Making ("Request to Modify"), which is being filed contemporaneously herewith. The Request to Modify is necessitated by recent reallocations of the 216-220 MHz band. In the Request to Modify, ProNet seeks allocation of spectrum in the 216-217 MHz band for ETS and amendment of the Commission's Rules to authorize ETS permanently under Part 90.

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The bases for grant of the Request have not changed. Accordingly, ProNet herein requests that the Request to Modify be incorporated by reference into its Request for Grant of Pioneer's Preference.

Should there be any questions concerning this matter, kindly contact the undersigned counsel for ProNet.

Sincerely,

Robert J. Miller

RJM/dwt Attachment

cc: See Certificate of Service for attached pleading

159582/gw03

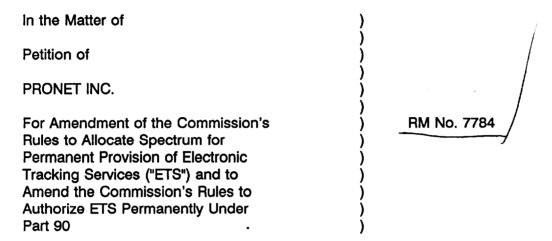
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OCT 2 7 1993

Before the FEDERAL COMMUNICATIONS COMMISSION Washington, D.C. 20554

FEDERAL COMMUNICATION. ISSION OFFICE OF THE SECRETARY



To: The Commission

REQUEST TO MODIFY PETITION FOR RULE MAKING

Pursuant to Section 1.401 of the Commission's Rules,¹ ProNet Inc. ("ProNet"), by its attorney, hereby petitions the Commission to modify the above-referenced Petition for Rule Making ("Petition") and promptly to institute a formal rule making proceeding for the establishment of an Electronic Tracking Service ("ETS"). This proceeding would amend the Commission's Rules to allocate spectrum permanently in the 216-217 MHz band for provision of ETS on a nationwide basis under Part 90.

I. SUMMARY

ProNet's ETS is an essential crime-fighting tool. Under experimental authorization, ProNet provides ETS on the 219.960 MHz band. It is a well-engineered, low-power tracking service used

¹47 C.F.R. Section 1.401 (1992).

by law enforcement agencies, including the FBI, and metropolitan police departments, to fight crime with unprecedented success.

Provision of ETS service involves secretly attaching a mini-"tag" low-power transmitter (i.e., the "TracPac") to bundles of currency, jewelry or other valuables. There are over 27,000 such tags in operation nationwide. Customers include financial institutions (e.g., banks) and merchants (e.g., jewelers and retailers). When a "tagged" valuable is stolen, the transmitter is activated and a silent signal is broadcast. Law enforcement authorities are equipped with a distributed monitoring network, which enables them to track the criminal's location promptly and precisely.

During the past year, approximately \$1.5 million was recovered from robberies involving a TracPac. The incidence of bank robberies drops significantly after ETS installation, as evidenced in the following cities: Dallas (64% decrease); Portland (64% decrease); Sacramento (48% decrease); and San Francisco (44% decrease).

In its Petition, ProNet proposes reallocation of the 218-219 MHz band for ETS. However, this frequency band will not work for ETS because of the recent reallocation of the 218-219 MHz band for the Interactive Video Data Services ("IVDS"),² the reallocation of the 220-222 MHz band for narrowband operations,³ and the anticipated reallocation of the 219-220 MHz band for amateur services.⁴

ProNet faces the inescapable prospect that these IVDS, 220-222 MHz and amateur operations would cause harmful interference to ETS, causing discontinuance of existing service

²Interactive Video Data Services, 7 FCC Rcd 1630 (1992).

³Amendment of Part 90 of the Commission's Rules to Provide for the Use of the 220-222 MHz Band by the Private Land Mobile Radio Services, 6 FCC Rcd 2356 (1991) ("220 MHz Order").

⁴Allocation of the 219-220 MHz Band for Use by the Amateur Radio Service, Notice of Proposed Rule Making, 8 FCC Rcd 2352 (1993) ("Amateur NPRM").

at 219.960 MHz and foreclosing any possibility of implementing and operating the service in the 218-219 MHz band proposed in the Petition. Such uncertainty clearly retards the ability of ProNet to continue expanding its life-saving, crime-fighting ETS.

The changes in allocations for the 216-220 MHz band and improvements in ETS technology necessitate the modifications proposed herein. Specifically, ProNet proposes:

- Reallocation of the 216-217 MHz band to provide six (6) channels (<u>i.e.</u>, 216.70, 216.75, 216.80, 216.85, 216.90 and 216.95 MHz) for ETS.
- Minimal changes in technical specifications to ensure optimal low-power operation.
- Designation of ETS as a primary service.
- Establishing ETS as a separate low power radio service under Part 90 and not as part of the Business Radio Service ("BRS").
- Stricter ETS licensee eligibility to protect operations on the 216-217 MHz band and adjacent bands, including revisions to the proposed definition for ETS.
- Retaining the proposals made in the Petition for one (1) ETS licensee per market; selection of ETS licensees by lottery (or by auction, if the Commission so requires); granting a blanket license for all ETS mobile transmitter "tags;" permitting system testing; and grandfathering ETS licensees.

As demonstrated below, ProNet's request to modify the Petition is in the public interest. Moreover, these proposed changes are consistent with other pending Commission proceedings involving the 216-217 MHz band:

Phonic Ear, Inc. ("Phonic Ear") has filed a Petition for Rule Making to reallocate the 216-217 MHz band for a low power auditory assistance radio service.⁵ Phonic Ear and ProNet have agreed that they can share the 216-217 MHz band, with six (6) channels allocated for ETS interleaved between channels to be allocated for Phonic Ear's proposed service. ProNet supports prompt adoption of Phonic Ear's proposal because it

⁵Petition for Rule Making, filed June 2, 1993, by Phonic Ear, Inc. (RM _____) ("Phonic Ear Petition").

clearly would serve the public interest by providing much needed services to the hearing-impaired.

The Commission adopted a Notice of Proposed Rule Making and Notice of Inquiry in 1992 to conduct an omnibus review of permanent and future needs for the maritime services.6 This proceeding includes an examination of the 216-217 MHz band. In the Maritime NPRM/NOI, the Commission considers permitting additional high power maritime operations in this band.⁸ As Phonic Ear correctly demonstrates in its petition, with respect to the 216-217 MHz band, the "Commission can best meet its public interest objectives . . . by limiting its use to low power operations" because "it has no domestic high-power incumbents who would have to be relocated." ProNet's ETS also is a low power service, and thus it fully supports Phonic Ear's request. Restricting the 216-217 MHz band as a safe harbor for low power operations would enable the publicly beneficial services proposed by Phonic Ear and ProNet to operate, would protect adjacent TV and other licensees, and would not hamper Automated Maritime Telecommunications System ("AMTS") operation and expansion.

Operation in the 216-217 MHz band also could affect TV channel 13 broadcasts. Adoption of ProNet's proposal to operate ETS on the 216-217 MHz band would not adversely affect such broadcast operations. ProNet and the Association for Maximum Service Television, Inc. ("MSTV") have had preliminary discussions on this issue. However, MSTV will not comment on ProNet's proposal until it completes its engineering evaluation.

The public needs ETS. It also needs the auditory assistance and related services proposed by Phonic Ear. Thus, ProNet requests that the Commission promptly issue a Notice of Proposed Rule Making proposing reallocation of the 216-217 MHz band, as described herein, for ETS and for the low power auditory assistance radio service proposed in the Phonic Ear

⁶Amendment of the Commission's Rules Concerning Maritime Communications, Notice of Proposed Rule Making and Notice of Inquiry, 7 FCC Rcd 7863 (1992) ("Maritime NPRM/NOI").

⁷ld. at 7868.

⁸ld. at 7871.

Phonic Ear Petition at 15.

Petition. Furthermore, to protect these low power operations, ProNet requests that the Commission prohibit use of the 216-217 MHz band by high power services (i.e., in excess of 100 milliwatts effective radiated power-or ERP).

II. PRONET'S ETS SERVES THE PUBLIC INTEREST

A. ETS Successfully Combats Crime.

ProNet's wholly-owned subsidiary, Electronic Tracking Systems, Inc., under experimental license, provides ETS service in 23 metropolitan areas, including Los Angeles, San Francisco, and Dallas, as well as in smaller areas, such as Fresno and Austin.¹⁰ ETS assists local, state and federal law enforcement agencies with criminal tracking operations.¹¹

During its 21 years of operation, ProNet's ETS has been an unqualified success. Perpetrators are quickly apprehended and stolen goods are quickly recovered. Capture and corresponding conviction rates in markets where ETS is deployed have increased and incidence of robbery has decreased significantly.¹²

Over 27,000 ProNet tags currently are in use.¹³ Several recent incidents, where bundles of currency containing ProNet's mini-tag transmitter (TracPac) were stolen, highlight ETS' value:

¹⁰See Attachment A for a complete list of service areas and law enforcement agencies using ETS. Over 260 financial institutions and over 70 merchants nationwide use ETS. ProNet has been operating its ETS pursuant to Experimental Licenses at 219.960 MHz. ProNet is obligated to seek permanent spectrum allocation for ETS, as these licenses expressly are conditioned on the licensee "mak[ing] all efforts to change appropriate FCC Rules to allow for this operation on an operational basis." See note 19 and Section III, A, infra, for a description of ProNet's efforts to comply with this license requirement.

¹¹ProNet, as the licensee, is responsible directly for the proper installation, training, operation, and maintenance for each ETS transmitter and for all associated equipment.

¹²See Petition at Exhibit 2.

¹³The number of tags is increasing at the rate of 7,000 annually. There is a waiting list of law enforcement agencies, including police departments in Miami, Ft. Lauderdale, San Diego, Atlanta, Seattle, Ft. Worth, and Baltimore, which want ETS installed in their area. <u>See</u> Attachment A.

- On September 17, 1993, two suspects jumped the counter in a "takeover style" robbery in San Francisco. Within nine minutes of the offense, the two suspects were tracked and apprehended. Later, the suspects confessed to robbing multiple banks prior to taking a TracPac.
- In the twelve months ending September 1993, the four Texas ETS systems (Dallas, Houston, Austin, and San Antonio) were responsible for the apprehension of suspects involved in the heist of 16 different banks, resulting in the recovery of more than \$250,000.
- On August 30, 1993, a lone robber with a handgun forced two tellers into the bank's back room where he left a package on the counter. Upon leaving the bank, the robber stated he had left a bomb. Fortunately, he had two TracPacs in his possession, which led police to him after only 45 minutes. He was arrested and in excess of \$10,000 was returned to the bank. The tellers were unharmed.
- Six robbers and over \$239,000 were rounded up by the Puerto Rican police after a robbery on July 29, 1993. These robbers were particularly violent and sported automatic weapons when they entered the bank. All customers and employees were demanded to hit the floor. One thief instructed the manager to open the vault and empty it. Unknowingly to the robbers, their loot contained four TracPacs. Due to the presence of the TracPacs, the largest bank heist in the history of Puerto Rico ended with all suspects in custody and all monies recovered.
- Another violent robbery in Sacramento, which occurred in July 1993, began with four members of a local gang entering a TracPac-equipped bank. Three of the suspects jumped the counter. One of the gang members struck a teller. All the suspects were carrying semi-automatic weapons. After leaving the bank with over \$12,000, the robbers changed vehicles and drove to an apartment complex. The police and sheriff's department officers tracked to the complex in less than an hour and had the suspects in custody a short time later.
- A lone robber jumped the counter of a Phoenix bank in July 1993, and helped himself to over \$90,000 from the vault. The vault door was left open by bank personnel. Luckily, the robber also helped himself to a TracPac deployed in the vault and he was tracked to his home in less than 30 minutes. All monies were recovered.
- Responding to the ETS transmitter, Houston Police, in July 1993, surrounded a hotel minutes after \$75,000 was taken from a local bank. Two suspects inside then panicked and tried to escape through the back parking lot. They were spotted by the police and arrested. The money was returned to the bank.

- No police officers were hurt when a gun battle ensued after a Portland bank was robbed in June 1993. The suspects were tracked to a local hotel, where they dove out their window and began shooting at the police. Only one of the suspects was wounded, but both were taken into custody. Over \$15,000 was recovered and returned to the bank.
- In cooperation with the Oakland Police Department, ProNet deployed over 100 temporary ETS tags aimed at capturing a particularly deadly gang member. On May 3, 1993, the gang member and an accomplice hit a local bank, which had been protected by the devices. The gang member and an accomplice were arrested in less than 15 minutes, achieving the desired results of the stake-out effort.
- On May 7, 1993, four very violent members of a Los Angeles gang rented a van and drove to Las Vegas. The gang members commandeered a local bank in a takeover style robbery. The suspects, carrying automatic weapons, robbed the bank of over \$50,000 and subsequently drove to another rental car, where they changed clothes and moved the loot. The loot contained a TracPac and the robbers were apprehended on the Las Vegas Strip in a tense showdown with the Las Vegas Metropolitan Police.

Testimonials for ETS from law enforcement agencies are numerous:

- The supervisor of the <u>FBI</u> Violent Crimes, Major Offenders Squad (Atlanta, Georgia), states that "it is obvious that [ETS] is instrumental in a vast increase of apprehension and conviction rates for those individuals engaged in bank robbery activities." Similar support is expressed by FBI offices in Portland and Las Vegas.
- The Chief of Police for <u>Huntington Beach</u>, <u>California</u>, states that its increase in bank robbery "arrests would have been impossible without a system such as ETS because of incomplete descriptions of vehicles and suspects as well as a specific direction of travel. The ETS system allows police officers to capture a signal and track it to a point of arrest. Because suspects are captured shortly after the crime is committed and with the stolen property in their possession, subsequent prosecution is enhanced and almost a certainty."
- The Chief of Police for <u>Bellingham</u>, <u>Washington</u>, declares that ETS "has provided law enforcement with the opportunity to take a precise, accurate and immediate response to those situations where ETS is applied. It allows responding personnel to offer themselves time to prepare mentally and physically for the imminent confrontation with an armed subject. In addition, the responding personnel are capable of recovering specific items of evidence such as property and/or cash monies."
- The Captain of the General Investigations Bureau for the <u>City of Phoenix</u>
 Police Department declares that ETS "has proven to be a beneficial, if not

critical, law enforcement tool in our community. Bank robbery suspects that have previously been successful in evading detection are now susceptible to apprehension much sooner and with less hazard to citizens and law enforcement officers than ever before."

- The Sheriff for <u>Las Vegas</u> characterizes ProNet's ETS as "the most productive security system available to the banking industry. Each year our apprehension rate approaches or exceeds the 90% mark and this is due largely to the ProNet system. Additionally, with these apprehensions, monetary recovery is in the tens of thousands of dollars. [ETS] is the only technology ever to have this much impact on the capture of robbery suspects. This is the major reason our apprehension rate is the or among the highest in the nation. The results of not having [ETS] in this area, to say the least, would be detrimental to the efforts of Law Enforcement and this community."
- The Acting Bureau Commander, Crimes Against Persons Bureau, <u>City of Dallas</u> Police Department, describes ProNet's ETS as a "vital law enforcement monitoring and tracking service" which "enables us to promote safety of life and property through the expanded use of radio communications for crime control and prevention."
- The <u>Houston</u> Police Department supports ETS because its system "provides the City of Houston with a 'high-tech' crime fighting aid, at minimal cost, that the city might not otherwise be able to obtain on its own. If ProNet is not granted [permanent spectrum] it could have a negative impact on this department's ability to combat our ever increasing incidence of violent crime.
- The City and County of <u>San Francisco</u> describes ETS as "a critical law enforcement tool that works 24 hours a day, providing a service to the public, enabling the Police Department to make arrest away from the bank or business, less endangering the public as well." Losing ETS "would be putting us back to the dark ages, if PRONET was unable to provide us with the tools that they now provide."¹⁴

Such testimonials are not surprising. Compelling anecdotal evidence of ETS' social value is abundant. For example:

 According to the FBI, most bank robbers are successful 7 - 10 times before being caught. In areas equipped with ETS, this success rate falls to 1 - 2 robberies before apprehension. Since most bank robbers are serial criminals, this success in preventing an average 6 - 8 robberies is significant.

¹⁴See Attachment B for these and other testimonials from law enforcement agencies, financial institutions and merchants.

- Law enforcement agencies, on the average, capture less than 10% of all bank robbers on the day of the robbery. In areas with ETS, there is a five times greater chance that the robber will be apprehended on the same day (typically in less than 30 minutes), with a 100% conviction rate. Thus, ETS is having a positive impact on reducing crime nationwide.
- ETS is a major crime deterrent. For example, in Portland, Oregon, there was a 64% reduction in the number of bank robberies after ETS installation. Similarly, there was a 39% decrease in Orange County, California, bank robberies after ETS installation. Following ETS installation, several other cities also experienced a significant drop in bank robberies: Dallas had a 64% decrease; Austin had a 57% decrease; Anchorage had a 56% decrease; Sacramento had a 48% decrease; San Francisco had a 44% decrease; and Las Vegas had a 25% decrease.¹⁵
- The ETS in San Juan, Puerto Rico, is particularly noteworthy. For the first time, the FBI has installed and operated tracking units in its own vehicles. The FBI formed a joint task force with the local Puerto Rican police to combat a severe bank robbery problem. Unless the bank robbery problem in Puerto Rico was curtailed, they were on a record setting pace of having over \$3 million stolen in 1992. Instead, recent statistics show a 36% reduction in bank robberies for Puerto Rico.

In the past year (October 1992 - September 1993), there have been 369 incidents in financial institutions using ETS, totalling approximately \$2.2 million in stolen money. Of these robberies, there were 171 apprehensions and recovery of almost \$1.5 million. The average track time per apprehension was only 21 minutes. Without the ETS tags, the number of robberies, based upon nationwide data, would have been approximately 400% higher.¹⁶

This reduction in crime results in a much lower risk to human safety. Allocation of spectrum to ensure such crime reduction is mandated by the Communications Act of 1934, as amended (the "Act"). Under Section 151 of the Act, the Commission must make available, to the public, technologies that promote "safety of life and property...." Furthermore, Section

¹⁵See Attachment B.

¹⁶See Attachment B.

¹⁷⁴⁷ U.S.C. Section 151 (1993).

157(a) of the Act requires the Commission "to encourage the provision of new technologies and services to the public." ProNet's ETS is a technology proven to reduce crime and to increase conviction rates and recovery of stolen property significantly. Such crime-fighting effectiveness results in dramatic improvement to public safety. Thus, these statutory provisions require grant of the Petition, as modified herein.

B. Grant of the Petition, as Modified, Would Ensure Ongoing Provision of ETS.

Unfortunately, continued development and expanded implementation of this clearly beneficial service are threatened. No permanent spectrum has been allocated for ETS.¹⁹ To remedy this situation, on July 30, 1991, ProNet filed the Petition, proposing amendment of Part 90 of the Commission's Rules to establish ETS as a permanent service under the BRS.²⁰ In this

¹⁸47 U.S.C. Section 157(a) (1993).

¹⁹This lack of permanent spectrum for ETS is not due to any lack of effort by ProNet. In the proceeding to reallocate the 220-222 MHz band, ProNet supported the Commission's proposal to create 200 5 KHz channels for utilization by narrowband technologies. However, the Commission's proposed service rules failed to accommodate vital law enforcement monitoring and tracking needs at the local, state and federal levels. To meet these critical public safety and national security requirements, ProNet requested that the Commission specifically designate spectrum in the 220-222 MHz band for law enforcement tracking operations allowing authorities to combat and reduce violent crime. Despite overwhelming public support from law enforcement agencies and merchants, the Commission adopted a public safety set-aside of ten channels, but it limited eligibles for this set-aside to entities currently authorized in the Part 90 Public Safety Radio Services, which includes police authorities but not private entities, such as ProNet. See 220 MHz Order at 2360. It is impractical to operate ETS under licenses granted to law enforcement agencies because there are numerous such local, state and federal agencies serving each area. Moreover, ProNet has made extensive efforts to obtain reallocation of other government and non-government spectrum. See Section III.A, infra.

²⁰Concurrent with filing of its Petition, ProNet filed a Request for Grant of Pioneer's Preference (PP No. 23) ("Request"). This Request was based upon the innovative nature of ETS and the fact that it maximizes the capability and possibilities of radio tracking technology for protection of public safety and private property. ETS is a unique application of low power radio location technology which adds functionality to and provides different uses for the radio spectrum. Its low ERP maximizes spectrum use and facilitates spectrum sharing. In addition to modifying the Petition, in a concurrent filing, ProNet also seeks to supplement the Request accordingly. The Commission has adopted a Notice of Proposed Rule Making, ET Docket No. 93-266 (FCC 93-477, released Oct. 21, 1993) ("Pioneer's Preference NPRM"), wherein it initiates a review of the

Petition, ProNet proposes allocation of three (3) channels in the 216-220 MHz band for ETS (i.e., 218.0, 218.5 and 219.0 MHz).

Substantial support for grant of ProNet's Petition exists. In the record of the Petition, numerous national and local law enforcement agencies, including the FBI, financial institutions, and merchants, declared how valuable ETS is as a crime-fighting tool and how imperative it is that ProNet's ETS service be allocated permanent spectrum and be authorized on a permanent basis.²¹

Notwithstanding the clear public interest benefits from adopting the Petition and the clear public support for its adoption, certain Commission actions have necessitated changes to ProNet's proposal. Inauguration of IVDS and 220-222 MHz services, and reallocation of the 219-220 MHz band for amateur services, would cause unacceptable interference to ETS operating either on the proposed 218.0, 218.5 and 219.0 MHz channels or on the existing 219.960 MHz experimental channel.

<u>IVDS</u> -- Implementation of IVDS on the 218-219 MHz band would destroy ETS on the 219.960 band and would prevent ETS operation on the 218-219 MHz band. As authorized by the Commission, IVDS likely will evolve into a ubiquitous, cellular-like network in each service area, providing ongoing video and data transmissions. In this configuration, with its high ERP of 20 watts on towers of up to 200 feet, IVDS would overwhelm ETS operations.

pioneer's preference rules to assess the effect of its authority to assign licenses by competitive bidding, which recently was enacted by Congress. In paragraph 20 of the <u>Pioneer's Preference NPRM</u>, the Commission tentatively proposes "that any repeal or amendment of [its pioneer's preference] rules apply" to requests, filed by ProNet and other parties, that still are pending. Given the clear innovative nature of ETS, ProNet, while recognizing the need to review the impact of competitive bidding, requests that resolution of this <u>Pioneer's Preference NPRM</u> not delay action on its Request (see <u>Pioneer's Preference NPRM</u>, accompanying Statement of Commissioner Barrett).

²¹These parties include the FBI, law enforcement agencies for San Francisco, Las Vegas, Sacramento, Dallas, Houston, Portland and Reno; approximately 20 law enforcement agencies for Los Angeles and Orange Counties; Wells Fargo Bank; Bank of America; Sunbelt Savings; First Interstate Bank; and BEST Products.

- 220-222 MHz -- Narrowband operations in this band could operate at up to 100 watts ERP. This high power level would impair ETS operations totally at the current 219.960 MHz band. Moreover, due to the IVDS allocation, ProNet could not relocate to the 218-219 MHz band for protection from 220-222 MHz operations.
- <u>Amateur services</u> -- Reallocation of the 219-220 MHz band, as proposed in the <u>Amateur NPRM</u>, also prompted ProNet to seek permanent spectrum elsewhere. Operations by the amateurs at a high power level of up to 50 watts PEP and anticipated frequent intercity point-to-point transmissions would foreclose ETS operation on the 219.960 MHz band and on the 218-219 MHz band.

This uncertainty is hampering acceptance and development of ETS severely. Expansion of the ETS technology, into domestic and international markets, is being stifled. It is impractical for equipment manufacturers to invest in producing the necessary radio equipment until spectrum is allocated and ETS is established as a service on a permanent basis. Notwithstanding the remarkable success of ETS, potential customers and law enforcement agencies are reluctant to invest their time and resources in a service that is not permanent.

Nevertheless, ProNet continues to make improvements in its ETS technology:

- It is incorporating digital signal processor technology to minimize susceptibility to interference and to improve receiver selectivity.
- It has developed and implemented a thinner, more environmentally safe battery using lithium polymer instead of mercury oxide. With this reduction in size, the tag now can be sandwiched between two single currency bills. This allows the tag to be folded and handled much easier and eliminates the need to install the miniature transmitter in a cutout section of a bundle of currency. More importantly, the smaller size reduces the possibility of detection.²²
- It expects, by the third quarter of 1994, to introduce new receiver technology that will improve receiver sensitivity from -134 dBm to -160 dBm.

²²This new technology has enabled ProNet to improve ETS for jewelry store "smash and grab" robberies because the smaller size facilitates attachment to such valuables and decreases the likelihood of detection by robbers. These types of robberies are particularly violent and usually involve gangs. It also has enabled ProNet to introduce a tag especially for ATM use.

Accordingly, as detailed herein, ProNet proposes modifying its Petition seeking permanent allocation of six (6) channels in the 216-217 MHz band on a primary basis for ETS.²³ Operation of ETS on these new channels would not be affected adversely by adjacent operation, including IVDS, amateur and 220-222 MHz services. Nor would ETS adversely affect these or any other services, most notably broadcast operations on Channel 13.

C. The Modifications Proposed Are Compatible With Phonic Ear's Petition.

ProNet's proposal is fully consistent with the proposed reallocation of the 216-217 MHz band in the Phonic Ear Petition. Phonic Ear proposes reallocating twenty (20) 50 KHz channels (from 216.025 MHz to 216.975 MHz), on a primary basis, to operate a low power auditory assistance radio service for disability services and for education and health care.

To optimize availability of the already-scarce spectrum for two (2) publicly beneficial services, Phonic Ear's auditory assistance and ProNet's ETS, the parties have agreed that both proposals are compatible on the 216-217 MHz band. Specifically, given the high sensitivity and low power of ProNet's receivers, the six (6) channels proposed for reallocation to ETS could be "interleaved" between Phonic Ear's channels without causing harmful interference to its operations. For proper system operation, Phonic Ear requires a minimum of 50 KHz adjacent channel separation and ETS requires a minimum of 30 KHz adjacent channel separation between center frequencies. The 50 KHz channelization scheme Phonic Ear proposes easily accommodates the ETS requirements without being adversely affected. By having the ETS center frequencies fall in between Phonic Ear's primary channels, maximum integration is achieved.²⁴ Consequently, ProNet fully supports adoption of the Phonic Ear Petition.²⁵

²³These six (6) channels are 216.70, 216.75, 216.80, 216.85, 216.90 and 216.95 MHz.

²⁴Phonic Ear requires a \pm 10 KHz bandwidth for its center frequency to protect the auditory quality of its signal. Phonic Ear Petition at 19. ProNet's ETS requires a \pm 4 KHz bandwidth for its channels. This required bandwidth is different than the 50 KHz adjacent channel separation

III. THE SPECIFIC MODIFICATIONS PROPOSED HEREIN ARE IN THE PUBLIC INTEREST

A. ProNet Has Engaged In Substantial Efforts to Identify an Appropriate Band for Reallocation.

To insure that its proposed reallocation for ETS could operate without receiving harmful interference from or causing it to adjacent licensees, ProNet has devoted considerable financial and technical resources to identifying appropriate spectrum. These efforts have encompassed both spectrum allocated for government and for non-government use.

ProNet extensively evaluated the merits of seeking a federal government spectrum reallocation. Towards this end, it had numerous meetings with NTIA, the FBI, and other government representatives. However, even though the FBI benefits from and is highly supportive of ETS, given the uncertainties associated with government spectrum reallocation and the need for a near-term resolution to avoid the loss of existing service due to the emergence of IVDS, 220 MHz and amateur services, ProNet decided to forego this approach.²⁶

required by Phonic Ear and the 30 KHz adjacent channel separation required for ETS. Thus, based upon these requirements, the ETS channels can be interleaved between the Phonic Ear channels.

²⁵In its Petition, Phonic Ear proposes that the Commission authorize FM transmission in the 216-217 MHz band. Phonic Ear Petition at 20. ProNet's ETS would operate using AM transmission. See Attachment C. However, the Phonic Ear FM transmission and the ETS AM transmission standards would be compatible and would not cause interference to each other. Phonic Ear also recommends that users of its proposed service have the flexibility to split its 50 KHz channels into narrower bandwidths without further Commission action. Phonic Ear Petition at 18-19. In general, ProNet does not oppose such flexibility. However, channel splitting from 216.70 - 216.95 MHz likely would cause harmful interference to ETS operations. Thus, ProNet and Phonic Ear agree that such splitting should not be permitted on these channels.

²⁶Recently, 200 MHz of government spectrum was reallocated for non-governmental use. Omnibus Budget Reconciliation Act of 1993, Pub. L. No. 103-66, Title VI, Section 6001, 107 Stat. 379, enacted August 10, 1993 ("OBRA"). The specific uses for this 200 MHz of spectrum are unclear at this time and likely will not be finalized for several years. In addition, due to this reallocation, NTIA is quite reluctant to consider surrendering other government spectrum at this time.

Instead, ProNet has continued to focus on the 216-220 MHz band. Spectrum propagation of frequencies near the 220 MHz band is excellent for land mobile-type operations. The quality of land mobile use in this band is enhanced by low noise, absence of skip, minimal foliage absorption and ease of effective antenna construction.²⁷

In particular, ProNet followed the suggestion of an AMTS licensee, Waterway Communications System, Inc. ("Watercom"), and has explored the viability of the vacant 216-217 MHz band. Studies were made and testing was conducted to verify that ETS could be provided on this band consistent with Commission requirements and with adjacent licensee needs. Improvements in ETS equipment technology, described above (Section II.B), were made to permit interference-free operation in the 216-217 MHz band.

More importantly, ProNet and Phonic Ear have worked together to determine whether they could share the 216-217 MHz band. Based upon their mutual review of technical proposals, an arrangement between ProNet and Phonic Ear for such sharing has been reached. Implementation of this arrangement necessitates making the following modifications to the Petition:

- Reallocation of the 216-217 MHz band for ETS instead of the 218-219 MHz band.
- Reallocation of six (6) instead of three (3) channels for ETS.
- Minor technical changes.
- Reallocation of ETS on a primary, instead of on a secondary basis.
- Establishment of ETS as a separate service under Part 90 and not as part of the BRS.

²⁷Petition at 28. By contrast, ETS is not effective at frequencies below 200 MHz because operations are too noisy, power levels are too high, and adequate antenna efficiency is unavailable.

 Specific eligibility requirements to become an ETS licensee, including revisions to the definition for ETS.

B. Specific Modifications

1. Selection of 216-217 MHz band

In its Petition, ProNet proposes reallocating the 218-219 MHz band for ETS. However, as a result of reallocating spectrum for IVDS (218-219 MHz) and 220 MHz services, and the likely reallocation of spectrum for amateur services (219-220 MHz band), the 218-219 MHz band no longer is viable for ETS.²⁸

The reallocation of spectrum for IVDS made the 216-217 MHz band available.²⁹ The technical characteristics of the 216-217 MHz band are consistent with ProNet's needs. Moreover, as Watercom itself acknowledges, this band is especially appropriate for ProNet's proposed ETS.

Several factors contribute to ProNet's selection of the 216-217 MHz band:

- ETS cannot operate effectively below 200 MHz or above 400 MHz.³⁰
- The exclusive government spectrum from 225-399.9 MHz is unavailable.³¹

²⁸Section II.B, supra.

²⁹The 216-217 MHz band is allocated for coast-to-ship AMTS use, but it has long been vacant. When the Commission reallocated the ship-to-coast AMTS frequencies in the 218-219 MHz band for IVDS, it left the 216-217 MHz band in limbo. Ostensibly, this band never has been reallocated because of concerns over potential interference to TV channel 13 operation. See Amateur NPRM, 8 FCC Rcd at 2354.

³⁰Petition at 27-28.

³¹Of this band, the 328.6 to 335.4 MHz frequencies are allocated for joint government and non-government aeronautical radionavigation use.

- ETS operation on the 216-217 MHz band would not adversely affect adjacent broadcast, AMTS, IVDS, 220-222 MHz or amateur operations.³²
- The propagation and other technical aspects of the 216-217
 MHz band are ideal for ETS.³³

2. Channels needed for ETS

ProNet, in the Petition, requested allocation of three 8-KHz channels for specific ETS operations: (1) 218.0 MHz for felony tracking; (2) 218.5 MHz for law enforcement undercover and training operations; and (3) 219.0 MHz for tracking of misdemeanors and other less serious crimes. Channels specifically designated for those operations still are necessary. However, to accommodate increased usage of ETS and anticipated growth, two channels now are needed for each operation. Thus, ProNet proposes that: (1) the 216.80 and 216.85 MHz channels be allocated for felony tracking; (2) the 216.70 and 216.75 MHz channels be allocated for law enforcement undercover and training operations; and (3) the 216.90 and 216.95 MHz channels be allocated for tracking of misdemeanors and other less serious crimes.

3. Minor technical modifications

The technical specifications for the low-power ETS proposed in the Petition³⁵ generally remain the same for operation in the 216-217 MHz band.³⁶ However, the maximum ERP would be decreased from 120 milliwatts to 100 milliwatts. This decrease is designed to protect adjacent licensees while maintaining effective ETS operations. In addition, this lower ERP

³²See Section IV, infra.

³³Petition at 28.

³⁴Petition at 7.

³⁵Petition at Exhibit 5.

³⁶See Attachment C.

level is compatible with Phonic Ear's proposal. For these reasons, authorized operations in the 216-217 MHz band should not exceed 100 milliwatts.

4. ETS should be established as a separate service under Part 90

ProNet originally proposed establishment of ETS as part of the BRS.³⁷ It made this proposal because, at the time, before reallocation of spectrum for IVDS and 220-222 MHz services, and before adoption of the <u>Amateur NRPM</u>, this approach would result in the least disruptive changes to Part 90.

ProNet, on reconsideration, has determined that ETS should be established as a separate low power service under Part 90. First, making ETS a separate service and not part of the BRS is consistent with Phonic Ear's approach. Second, eligibility requirements under the BRS are too liberal and could lead to undue congestion. Third, certain limitations under the BRS (i.e., secondary operation and one channel per market),³⁸ are inappropriate for ETS.³⁹

5. Need for primary status

In its Petition, ProNet proposes that ETS should be operated on a secondary basis to existing licensees because operation in the BRS is subject to this limitation.⁴⁰ At the time, such operation was feasible.

However, operation of ETS must be on a primary basis. Phonic Ear proposes to be authorized on a primary basis, and ETS should be authorized similarly to be compatible. Making ETS and Phonic Ear's low power services primary, instead of secondary, would protect

³⁷Petition at 7-9.

³⁶See 47 C.F.R. Sections 90.75 and 90.259 (1992).

[∞]See Section III.B.5, infra.

⁴⁰⁴⁷ C.F.R. Sections 90.75 and 90.259 (1992).

TV Channel 13 and other adjacent licensees from harmful high-power operations. Primary status appropriately will protect ETS and Phonic Ear from incursion by incompatible future services.

6. ETS licensee eligibility

No specific restrictions on eligibility for ETS licensees were proposed by ProNet in the Petition. Instead, any entity eligible to be a licensee under the BRS could become an ETS licensee.⁴¹

ProNet now believes that specific eligibility requirements are necessary. First, given the sensitive law enforcement requirements associated with ETS, it is important that licensees be qualified to provide services to the FBI, police departments and the other law enforcement agencies which historically have used ETS. Second, restrictions are needed to guard against proliferation of users on the 216-217 MHz band, which could compromise the integrity of the operations proposed by ProNet and by Phonic Ear.

Consequently, ProNet proposes that eligibility to become an ETS licensee be conditioned upon the applicant's showing that it has an agreement with the law enforcement agency in the area for which it seeks to be licensed. In jurisdictions served by multiple law enforcement agencies, such as the Washington, D.C. metropolitan area (i.e., the District of Columbia, Virginia, and Maryland), eligibility would be established by an applicant showing an agreement with at least one (1) local law enforcement agency.⁴²

⁴¹Petition at 7-9.

⁴²ProNet supports selection of ETS licensees either by lottery or, if the Commission so chooses, by competitive bidding. <u>See</u> Section III.B.7, <u>infra</u>. Under ProNet's eligibility proposal, multiple parties could apply for a given market (<u>e.g.</u>, Washington, D.C.) provided each applicant has an agreement with a local law enforcement agency. Under ProNet's proposal, for reasons specified in Section III.B.7, <u>infra</u>, there must be only one (1) ETS licensee in each market. Once a licensee is determined, it could seek agreements with the law enforcement agencies which had an arrangement with the losing applicant(s).

Furthermore, the definition of ETS needs to be modified to accommodate all anticipated law enforcement needs. The revised definition is set forth in Attachment D.

7. <u>Proposals in the Petition not requiring modification</u>

ProNet made several proposals in the Petition that do not require modification.

These proposals are:

- One ETS licensee per market.
- Selection of ETS licensees by lottery.⁴³
- Blanket license for all ETS mobile transmitter "tags."
- Permitted system testing.
- Grandfathering ETS licensees.⁴⁴

⁴³The Commission now has authority to assign licenses by competitive bidding. OBRA, Section 6002. A proceeding has been adopted to establish rules implementing this competitive bidding authority. Implementation of Section 309(j) of the Communications Act Competitive Bidding, Notice of Proposed Rule Making, PP Docket No. 93-253, (FCC 93-455, released Oct. 12, 1993) ("Auction NPRM"). It appears that ETS might qualify as a service subject to competitive bidding because it is a radio communication service which principally uses spectrum to provide service to subscribers for compensation. Id. at para. 2. ProNet has no objection to selecting ETS licensees by competitive bidding instead of by lottery because, as set forth in footnote 42, supra, it is critical that this service be licensed expeditiously. However, resolution of the issues involving competitive bidding must not delay establishment of ETS as a permanent service.

[&]quot;See Petition at 35-42. A limit of one licensee per market is necessary because, with the myriad law enforcement agencies serving a particular area, it would be too complicated to coordinate and to identify the source of possible interference and other problems. Id. at 35-37. Selection of ETS licensees by lottery (or by auction) is appropriate to expedite service implementation. Id. at 37-39. A blanket license for all tags is necessary to reduce any administrative burden and to ensure that a single licensee is responsible for all ETS activities. Id. at 39-40. Given the unique topographical and propagation characteristics of each service area, testing is necessary to determine practical equipment needs and system area requirements. Id. at 41-42. To facilitate a transition to the new ETS frequencies on the 216-217 MHz band, the Commission must grandfather ProNet's existing operations until it can relocate operations to areas where it receives a permanent license. Id. at 42.

IV. ADOPTION OF THE PETITION, AS MODIFIED, WOULD NOT RESULT IN HARMFUL INTERFERENCE TO ADJACENT LICENSEES

The spectrum within and adjacent to the 216-220 MHz band is quite crowded. ProNet is sensitive to the needs of television, maritime, IVDS, 220-222 MHz and prospective amateur radio licensees. As detailed below, its proposed modifications to the Petition make reallocation of six (6) channels in the 216-217 MHz band, on a primary basis, completely compatible with these adjacent licensees' operations.⁴⁵

A. Broadcast Operations

In its comments on the Petition, MSTV alleges that ETS in the 218-219 MHz band would cause harmful interference to broadcast licensees.⁴⁸ On reply, ProNet demonstrates that these concerns were unjustified because ETS' low power level would not result in any harmful interference to TV Channel 13 licensees.⁴⁷

ProNet is sensitive to broadcasters' requirements and accordingly has worked closely with MSTV in developing its proposed 216-217 MHz reallocation. Specifically, ProNet conducted tests to evaluate the potential for ETS interference to and from TV Channel 13 operations when operating in the 216-217 MHz band. The results of these tests, detailed in Attachment E, show that there is, at most, nominal potential for such interference. The results tabulated in Attachment E show the potential worst case levels of interference (i.e., 100 milliwatt

⁴⁵ETS operates very infrequently, thereby minimizing any risk of interference. For example, for all 23 ProNet ETS systems, only 369 incidents involving tags occurred from October 1992 to September 1993. <u>See</u> Attachment B.

⁴⁶MSTV Comments in RM-7784 (Sept. 26, 1991) at 3-4.

⁴⁷ProNet Reply Comments in RM-7784 (Oct. 15, 1991) at 13-14. In its Reply at 22, ProNet states that it could not operate ETS in the 216-217 MHz band because of potential interference to TV Channel 13 operations. This concern no longer exists. Improvements in ETS technology and further empirical tests, as detailed in Attachment E, prove that ETS in the 216-217 MHz band would not interfere with TV Channel 13 operations.

interfering signal). For typical system operation, the ETS power level will be at least 20 to 30 dB below 100 milliwatts, translating into a distance of 1-3 feet away from a TV receiver for any potential interference to occur. Given the infrequency of ETS activation and the rapid rate that the tag transmitter moves, the likelihood of such interference occurring is highly unlikely.⁴⁸

ProNet and MSTV have had preliminary discussions on this issue. However, MSTV will not comment on ProNet's proposal until it completes its engineering evaluation.

B. AMTS

ProNet's proposed reallocation for ETS in the 218-219 MHz band is consistent with the maritime reallocation for AMTS because, as a secondary service, it would not cause harmful interference.⁴⁹ Watercom, in its comments on the Petition, disagrees, claiming that such interference would occur.⁵⁰ In its Reply, ProNet shows that Watercom's concerns are without merit because ETS' limited activation time and its transient operation reduce the potential for interference occurring, and because the geographic distribution of AMTS stations makes it virtually impossible for their operation to be disrupted by ETS transmitters.⁵¹

ProNet's decision to pursue reallocation of the 216-217 MHz band, in large part, results from Watercom's express suggestion that this band would be more compatible than the 218-219 MHz band with ETS and with AMST operations:

[S]hould particular channelization be deemed by the Commission to be appropriate and necessary [for ETS], WATERCOM believes that such channelization should occur in the AMTS "Group D" shore station transmit band, 216.0-216.5 MHz. [G]ood spectrum

⁴⁸See also Petition at 33-34.

⁴⁹⁴⁷ C.F.R. Section 90.75; Petition at 31-32.

⁵⁰Watercom Comments in RM-7784 (Sept. 26, 1991) at 3-5.

⁵¹ProNet Reply at 14-16.

planning would dictate that the AMTS Group D shore station channels would make an appropriate home for the ETS.⁵²

Nothing has occurred since Watercom filed its comments to change this recommendation.

ETS operation on the 216.70-216.95 MHz channels would not interfere with AMTS. The first adjacent AMTS channel is located at 217.0125 MHz, which is a high-power, coast-to-ship base station transmit channel. The corresponding AMTS receive channels typically are located offshore. Assuming that ETS operates at a power level of 10 milliwatts ERP, and assuming, in the very best case scenario, that the transmitter is operating in an open area (normally, ETS transmitters operate in an enclosed environment, dramatically reducing ERP), the tag would have to be within 0.3 miles from an AMTS receiver for potential interference to be detected. Moreover, the high AMTS transmit power immediately would capture any AMTS receiver and would override completely any ETS signal. Under these circumstances, with the offshore location of most AMTS receivers, the potential for interference is virtually non-existent.

C. IVDS, 220 MHz and Amateur licensees

Provision of ETS on the 216-217 MHz band would not cause harmful interference to IVDS and amateur licensees operating in the 216-220 MHz band or to 220-222 MHz licensees. Licensees in each of these services are allowed to operate at a high power level. Specifically, IVDS is authorized up to 20 watts ERP, amateur service will be authorized up to 50 watts PEP, and 220-222 MHz service is authorized up to 100 watts ERP. When compared to the low power level proposed for ETS, the signal-to-noise ratio for any of these adjacent services will result in

⁵²Watercom Comments at 4-5. When Watercom suggested that ETS be authorized on the 216.0-216.5 MHz band, it did so because it then expected that IVDS only would be authorized on the 218.0-218.5 MHz band. This allocation would make the 216.0-216.5 MHz band unavailable for AMTS. However, the entire 218-219 MHz band ultimately was allocated for IVDS, making the entire 216-217 MHz band unavailable for AMTS. Thus, the same reason for Watercom's original recommendation still applies.

their transmitter immediately capturing their corresponding receiver and eliminating any potential interfering ETS signal.

V. THE COMMISSION MUST REALLOCATE PERMANENT SPECTRUM FOR ETS

Since filing its Petition in July 1991, the need for a permanent reallocation of spectrum assigned to ETS has remained unabated. The ability of law enforcement agencies to combat serious crime, such as bank and jewelry store robberies, especially with more pronounced budget cuts, unfortunately is decreasing.

The record of this proceeding is singular in its support for ETS. Numerous testimonials by the FBI, law enforcement agencies, banks, and other merchants uniformly attest to the effectiveness and the need for ETS.⁵³ Loss of ETS would be a disaster:

- The Huntington Beach police department believes that "if the failure to grant ETS a permanent spectrum results in some change or loss of that service, our agency, the community and law enforcement in general will have lost a unique and effective crime-fighting tool."
- The Bellingham police department states that, without ETS, "[w]e will have taken a step backward in our technological efforts. We will be forced to return to a situation [where] we are depending on blind luck or the perpetrator's ineptitude to make a capture instead of being able to rely on electronic technology that is proven to be effective."54

ETS has been in regulatory limbo long enough. Time is running out. New technologies are being established that threaten the continued availability of ETS. If the Commission fails to reallocate the 216-217 MHz band, ETS will not be available. The public will suffer.

⁵³See Attachment B.

⁵⁴ld.

Thus, for the reasons set forth herein, ProNet respectfully requests that the Commission establish ETS as a low power radio service under Part 90 and reallocate six (6) channels from 216.70 to 216.95 MHz for ETS.

Respectfully submitted,

PRONET INC

Robert J. Miller

Gardere & Wynne, L.L.P. 1601 Elm Street, Suite 3000

Dallas, Texas 75201 (214) 999-4219

Date: October 26, 1993

Its Attorney

158783/gw03

ProNet Tracking Systems Cities Installed

Southern California

Long Beach:

Signal Hill

Los Angeles County:

Artesia

Bellflower

Cerritos

City of Industry

Downey

Hawaiian Gardens

La Mirada

Lakewood

Norwalk

Paramount

Santa Fe Springs

Orange County:

Anaheim

Brea

Buena Park

City of Orange

Costa Mesa

Cypress

Corona Del Mar

El Toro

Fountain Valley

Fullerton

Garden Grove

Huntington Beach

Irvine

La Palma

Los Alamitos

La Habra

Laguna Niguel

Laguna Hills

Mission Viejo

Newport Beach

Placentia

1 laccitua

Santa Ana

San Clemente

San Juan Cap.

Seal Beach

Stanton

Tustin

Orange Co. (cont)

Villa Park

Westminster

Yorba Linda

Pasadena

Northern California

Fresno:

Clovis

Oakland:

Berkeley

Sacramento:

Carmichael

Citrus Heights

Elk Grove

Fair Oaks

Folson

Gold River

Rancho Cordova

Rio Linda

Roseville

_

San Francisco

Northwest

Bellingham

Portland:

Gresham

Multnomah

Washington Co.

Tacoma

Southwest

Las Vegas:

N. Las Vegas

Phoenix

Tucson

Southwest (cont)

Scottsdale, Mesa, Tempe

Reno:

Carson City

Centerville

Douglas

Dresserville

Gardnerville

Minden

Sparks

Sun Valley

Washoe

Texas

Austin:

Roundrock

Dallas:

Addison

Carrollton

Richardson

Houston:

Hedwig Village

Spring Branch

San Antonio:

Windcrest

Alamo Heights

Other

Anchorage

Puerto Rico:

Island of Puerto Rico

San Juan

Little Rock:

Sherwood

Jacksonville

N. Little Rock

Future Tracking Installations Approved for Scheduling

City

Fort Worth, TX

Pierce County, WA

Seattle, WA

Atlanta, GA

San Diego, CA

Baltimore, MD

Greenville, SC

Raleigh, NC

Fort Lauderdale, FL

Knoxville, TN

Miami, FL

Nashville, TN

Police Department

Fort Worth PD

Pierce County PD

Seattle PD

Atlanta PD

San Diego PD

Baltimore PD

Greenville PD

Raleigh PD

Fort Lauderdale PD

Knoxville PD

Miami PD

Nashville PD

LAW ENFORCEMENT AGENCIES

ALASKA

Anchorage Police Department

ARIZONA

Mesa Police Department
Phoenix Police Department
Scottsdale Police Department
Tempe Police Department
Tucson Police Department

ARKANSAS

Little Rock Police Department N. Little Rock Police Department Sherwood Police Department Jacksonville Police Department

CALIFORNIA

Anaheim Police Department Berkeley Police Department **Brea Police Department** Buena Park Police Dept. City of Orange Police Department Clovis Police Department Costa Mesa Police Department Cypress Police Department **Downey Police Department** Fountain Valley Police Dept. Fresno Police Department **Fullerton Police Department** Garden Grove Police Department Huntington Beach Police Dept. Irvine Police Department La Habra Police Department La Palma Police Department Long Beach Police Department Los Alamitos Police Dept. Los Angeles Co. Sheriff's Office Newport Beach Police Dept. Oakland Police Department Orange County Sheriff's Dept. Pasadena Police Department Placentia Police Department Roseville Police Department Sacramento Police Department Sacramento Co. Sheriff's Office San Clemente Police Dept. San Francisco Police Department San Francisco Sneriff's Office Santa Ana Police Department

CALIFORNIA (con't)

Seal Beach Police Department Signal Hill Police Department Tustin Police Department Westminster Police Department

NEVADA

Carson City Police Department Douglas Co. Sheriff's Office Las Vegas Police Department Minden/Gardenville Police Dept. N. Las Vegas Police Department Reno Police Department Sparks Police Department Washoe County Sheriff's Dept.

OREGON

Beaverton Police Department
Gresham Police Department
Hillsboro Police Department
King City Police Department
Multnomah County Sheriff's Office
Portland Police Bureau
Tigard Police Department
Tualatin Police Department
Washington Co. Sheriff's Office

PUERTO RICO

Puerto Rico Police Department San Juan FBI

TEXAS

Addison Police Department
Austin Police Department
Carrollton Police Department
Dallas Police Department
Farmers Branch Police Dept.
Hedwig Village Police Department
Highland Park Police Department
Houston Police Department
Richardson Police Department
San Antonio Police Department
Spring Valley Police Department
The Villages Police Department
University Park Police Dept.
Windcrest Police Department

WASHINGTON

Bellingham Police Department Tacoma Police Department

Bank Robbery Statistics

PTS Cities

City	Bank Robberies Year Before PTS Installation	Bank Robberies After Install - 3 Year Average ('89, '90, '91)	Difference / %
San Francisco	281	157	(-124) / (44%)
Las Vegas	76	and the second second	(-191) (25%)
Anchorage	18	8	(-10) / (56%)
Austri en et	28	CONTROL DESCRIPTION OF THE PROPERTY OF THE PRO	(46) / (57%)
Sacramento	125	65	(-60) / (48%)
Dallas	90.	2 S 2 S 2 S 2 S 2 S 3 S 3 S 3 S 3 S 3 S	(458) / (64%)
Reno	13	17	+4 / 30%
		1 <u>991 Actual</u>	
*Houston	57	61	+4 / 1%
Periona d	254	92.	(-162) / (64%)
*ORCO/S. CA.	319	193	(-126) / (39%)

Total:	10 Cities	1,262	694	(-571) 45% Decrease

^{*} Cities have not been in operation for three years Source: FBI and Local Law Enforcement Agencies

PTS Financial Institution Statistics

	1992	1993 YTD	12 Month Total (Oct. '92-Sept. '93)
Incidents Involving Tags	328	284	369
Apprehensions	149	128	171
% Of Total	45%	45%	46%
Dollars Taken	\$1,514,562	\$1,734,951	\$2,195,513
Dollars Recovered	\$947,946	\$1,150,402	\$1,465,063
% Of Total	63%	66%	67%
Average Track Time	16	30	21
Per Apprehension (minutes)			

EDIT UNION

W OFFICE § 248-3076 , 248-3548 FAX 4110 S.E. Hawthorne Blvd. Portland, OR 97214-5292



MEAD BRANCH (503) 248-3020 FAX (503) 248-3120 LOWER LEVEL 421 SW Fifth Avenue Portland, OR 97204-2238

Ms. Donna R. Scarcy, Secretary Federal Communications Commission 1919 M. Street N.W. Room 222 Washington, D.C. 20036

The matter of a Pioneer's Preference for ProNet's electromic

File PP-23, RM-7784

tracking service.

Multco Credit Union would like to support the granting of Pioneer's Preference relative to to ProNet Inc.'s electronic tracking system (ETS). Our credentials for supporting the ETS are basic. In the three years prior to installation, our small credit union had been the victim of six bank robberies, including one multi-teller incident and two where weapons were displayed.

To maintain and enhance the level of service provided to financial institutions, I am asking that the FCC provide permanent spectrum in the 216-2320 MHz band and authorize ProNet to operate under the Business Radio Services rules and Pioneer's Preference.

Bank robberies across the nation are increasing in Within the past four years, there have been two fatalities during the commission of bank robberies in our Metropolitan area. Since the installation of an ETS in the Portland, Oregon eighteen months ago, bank robberies have decreased while both apprehensions and convictions have increased. In the state with the highest rate of bank robbery in the nation, this type of service provided by ProNet is quite close to a matter of life and death.

Again, I urge favorable consideration in this case.

Robert Burns

Manager



P.O. Box 6 Bellingham, Washington 98227

February 21, 1992

Ms. Donna R. Searcy, Secretary Federal Communications Commission 1919 M. Street N.W. Room 222 Washington, DC 20036

Re: In the matter of a request by ProNet Inc. for a grant of a Pioneer's Preference for its Electronic Tracking Service File No. PP-23 RM-7784

Dear Ms. Searcy:

Bellingham National Bank hereby submits its comments in support of the above referenced request for a Pioneer's Preference filed by ProNet, Inc.

- 1. Bellingham National Bank has seventeen bank branches located in four counties in Washington State. Because of our vulnerabilities to robberies and increase in bank robberies, we are interested in using the available technology to assist the police in the apprehension of bank robbers.
- 2. We became familiar with ProNet, Inc. after a Robbery Task Force was formed in our city due to an increase of bank robberies in our area. Bellingham National Bank entered into a contract with ProNet, Inc. in October 1991. In November, 1991, we experienced a robbery that resulted in a criminal capture and recovery of stolen funds.
- 3. We are familiar with ProNet's request and its Petition for Rulemaking to provide permanent spectrum in the 216-220 MHZ band for ETS, and to authorize ETS to operate under the Business Radio Service rules and we fully support this request.

RECEIVED

Donna R. Searcy February 21, 1992 Page Two

- 4. Bellingham National Bank supports the grant of a Pioneer's Preference (and Rulemaking) to ProNet because:
 - A. The ETS has been proven to be a critical tool in the apprehension of criminals.
 - B. The apprehension of our bank robbers has been very unsuccessful until we employed the ETS in our branches.
 - The technology that has been provided by ProNet in the Electronic Tracking Systems has contributed to satisfying a need in the banking community to assist police in the apprehension of bank robbers. There is an increasing need for sophisticated security technologies in today's world and ProNet is answering that need.
 - D. If ProNet's ETS is not provided permanent spectrum and is not granted a Pioneer's Preference, the setback to fighting crime in the banking communities using this system would be immeasurable. Bank employees now feel they have a good, safe tool to use in the event of a robbery. Again, in this age of heightened concern for safety to person and property, there is an increasing need for sophisticated security technologies.

Sincerely,

Mary B. Hudson

AVP/Financial Operations

Mary Bothubsor

MH:sk

cc: Larry Scodeller

Federal Reserve Bank of San Francisco

101 MARKET STREET, SAN FRANCISCO, CALIFORNIA 94105

February 24, 1992

Ms. Donna R. Scarcy Secretary Federal Communications Commission 1919 M Street, N.W., Room 222 Washington, D.C. 20036

Dear Ms. Scarcy:

Reference: In the matter of a request by ProNet, Inc.,

for grant of a Pioneer's Preference for its

Electronic Tracking Service

File #PP-23, RM-7784

I am the Vice President for District Security for the Federal Reserve Bank of San Francisco and was a member of a joint Federal Regulatory Agency Group which revised and updated the Regulations implementing the Bank Protection Act of 1968 (12 USC 1882). Regulations promulgated by the Federal Reserve Board can be found, beginning at 12CFR 216.1.

The Federal Reserve Bank of San Francisco has no business relationship with ProNet and does not use any of its products.

The Federal Reserve Bank of San Francisco is responsible to ensure that banks under its supervision comply with appropriate regulations, including the Bank Protection Act. The regulations promulgated under 12CFR 216.1 require banks to have a written security program to protect against robberies, burglaries, and larcenies and procedures to assist in identifying and apprehending persons who commit such acts. The security program, Section 216.3 (a) (2) suggests the procedures may include, but are not limited to "using identification devices, such as pre-recorded serial numbered bills, or chemical and electronic devices". One of the electronic devices contemplated by this language is an electronic tracking device.

While the Federal Reserve Bank does not endorse commercial products, it does support initiatives by banks which will achieve the goal of minimizing crimes against financial institutions and assisting in identifying those responsible. Anecdotal evidence from Federal, State and local law enforcement representatives indicates that electronic tracking devices have proven successful in this effort.

It is requested you take the comments contained in this letter into consideration in reaching your decision on ProNet's Petition for Rulemaking.

Sincerely,

C. Kenneth Arnold

Chula

Vice President District Security

MationsBank

"STAMP AND RETURN"

February 25, 1992

Ms. Donna R. Searcy Secretary Federal Communications Commission 1919 M. Street N.W., Room 222 Washington, D.C. 20036 RECEIVED

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FEDERAL SOUNISSION
OFFICE OF THE
SECRETARY

REFERENCE:

In the matter of a request by ProNet, Inc. for grant of a Pioneer's Preference for its Electronic Tracking Service

File # PP-23, RM-7784

Dear Ms. Searcy:

We wish to express our support of the above referenced Request for a Pioneer's Preference filed by ProNet, Inc.

NationsBank began using the ProNet robbery tracking system in Austin, Texas in 1985, and has expanded use of the tracking system to the Dallas and Houston communities where it has become available. We have found the ProNet tracking devices to be a highly effective robbery deterrent. The number of our Bank robberies and robbery losses have been significantly reduced in those areas where the ProNet devices are in use. Use of the tracking devices has also resulted in an increase in the number of robbers that have been arrested and convicted, that typically would not have been apprehended. We feel the ProNet Tracking System is the most effective loss prevention tool currently available to safeguard the Bank's assets, customers, and employees.

I am familiar with ProNet's request and its Petition for Rulemaking to provide permanent spectrum in the 216-220 MHz band for the Electronic Tracking System (ETS) to operate under the Business Radio Service rules and I fully support that request.

NationsBank supports the grant of a Pioneer's Preference (and Rulemaking) to ProNet because:

1. This is a critical law enforcement tool since it assists in the apprehension and conviction of dangerous felons and the recovery of the Bank's assets.

2. This technology is unique and effective in that it allows law enforcement to track and apprehend the robber away from the Bank's premises thus promoting safety to our customers and employees.

NationsBank would lose a significant bank robbery prevention tool if the FCC actions were not favorable towards granting ProNet's request for a Pioneer's Preference. Loss of this valuable service would, in my judgement, be detrimental to reducing the incidence of violent crime in our communities.

Sincerely,

Robert D. Sanders

NationsBank Texas Security

214/508-6270

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"STAMP AND RET

February 20, 1992

Ms. Donna R. Searcy Secretary Federal Communications Commission 1919 M Street N.W., Room 222 Washington, D.C. 20036

Reference: In the matter of a request by ProNet, Inc. Res gr

of a Pioneer's Preference for its Electronic

Service.

File #PP-23, RM-7784

Dear Ms. Searcy:

Service Merchandise Company, Incorporated hereby submits its Comments in support of the above referenced Request for a Pioneer's Preference filed by ProNet, Inc.

- 1) Service Merchandise is a 3.5 billion dollar corporation doing business throughout the United States. Our primary sales are in fine jewelry items with high value. Because of the nature of our business we are exposed to criminal efforts with some frequency, thus our interest in the above referenced matter.
- 2) Our relationship with the ProNet Corporation began in 1991 in an effort to address a very serious problem with armed robberies and related gang activity in our southern California market. Based on this limited test, we are preparing to expand our utilization of this technology to other areas of the country.
- 3) We are familiar with ProNet's request and its petition for Rulemaking to provide a permanent spectrum in the 216-220 MH2 band for ETS. We understand that this will authorize ETS to operate under the Business Radio Service rules and we fully support this request.
- 4) Service Merchandise Company, Incorporated supports the grant of a Pioneer's Preference (and Rulemaking) to ProNet because:
 - a) We believe this technology to be the most innovative and promising tool available to reduce a very serious and expensive form of crime which exposes our employees and customers to the threat of bodily harm.

Ms. Donna R. Searcy February 20, 1992 Page 2

- b) It is my opinion as an expert in the field of security and loss prevention that expanded use of these devices will eventually result in substantially reduced crimes of this nature because the devices will, very simply, make the likelihood of apprehension too great.
- c) There is no other technology available which provides the advantages of ETS both to the retailer and to law enforcement. Full utilization of this technology is very desirable because of the increase in criminal incidents. Service Merchandise experienced a twofold increase in robberies from 1990 to 1991. We are looking to this technology to help us reduce these losses.
- d) It is our opinion that ETS is becoming a critical component in the spectrum of responses to an increasing crime problem and that it must be included in any responsible loss prevention/security effor+ involving high value merchandise.

Thank you for your consideration of this request.

Sincerely,

SERVICE MERCHANDISE COMPANY, INCORPORATED

Steve Baker

Operating Vice President

Loss Prevention

SB/ws

PRIMERIT BANK

PriMerit Bank, Federal Savings Bank Post Office Box 98599 Las Vegas, Nevada 89193+8599 702-362+5555

J. Roger Outlette Director of Security

February 24, 1992

Ms. Donna R. Scarcy Secretary Federal Communications Commission 1919 M Street N.W., Room 222 Washington, D.C. 20036

RE: A request by ProNet Inc., for grant of a Pioneer's Preference for its Electronic Tracking Service

File # PP-23, RM-7784

Dear Ms. Scarcy:

PriMerit Bank, Federal Savings Bank hereby submits its comments in support of the above-referenced Request for a Pioneer's Preference filed by ProNet Inc.

As Director of Security for PriMerit Bank, I have been involved with ProNet and their services since 1989. ProNet is presently providing PriMerit Bank with its tracking device in 95% of our branches. However, we will soon have 100% service when ProNet's expansion is completed in the Phoenix, Arizona area.

PriMerit Bank has been involved with ProNet tracking devices since 1985. As a result, for the past twelve months we have recovered 84% in dollars from robberies. Also, we have an 83% apprehension rate as a result of using the ETS tags. For this reason, it is essential that ProNet be granted a Pioneer's Preference.

I am familiar with ProNet's request and its Petition for Rulemaking to provide permanent spectrum in the 216-220 MHZ band, for ETS and to authorize ETS to operate under the Business Radio Service rules. PriMerit Bank fully supports this request.

PriMerit Bank will continue to use ProNet's ETS tags and their technology to assist this bank in the apprehension and conviction of bank offenders.

PriMerit Bank supports the grant of a Pioneer's Preference to ProNet since this is a critical law enforcement tool and a real asset, to banking, for the recovery of monies and the apprehension and conviction of criminals.

Sincerely,

J.R. Ouellette

JRO:lam

First Interstate Bank First Interstate Bank of Oregon, N.A. Security Services P.O. Box 3131 Portland, OR 97208-3131 503 225-3910 FAX 220-2823

William L. Bell Vice President

February 28, 1992

Ms. Donna R. Searcy Secretary Federal Communications Commission 1919 M Street, N.W., Room 222 Washington, D.C. 20036

REFERENCE: In the matter of a request by PRONET, Inc. for grant of a Pioneer's Preference for its Electronic Tracking Service.

File #PP-23, RM-7784

Dear Ms. Searcy:

The Security Services Department of First Interstate Bank of Oregon, Northwest Region, submits the following comments in support of the request by PRONET, Inc. for a permanent license and a grant of Pioneer's Preference.

We are a user of the Electronic Tracking Service within the city limits of Portland and have participated in the program since July, 1991. Tracking devices are presently installed in 23 of our branches to assist in the apprehension of robbery suspects.

Participation in the tracking program has had a significant impact in the reduction of robberies at First Interstate Bank. We had a 38% decrease in robberies during 1991 and attribute this decrease to the use of the tracking devices. Law enforcement officers have arrested 10 of our robbers and recovered in excess of \$30,000 since July of 1991. We strongly believe that future developments in technology will increase the effectiveness of the tracking devices resulting in additional apprehensions.

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OF THE
SECRETARY

We are aware of PRONET's request and its petition for rulemaking to provide permanent spectrum in the 216-220 MHZ bank for ETS and to authorize ETS to operate under the business radio service rules and we fully support this request.

Sincerely,

William L. Bell Security Director

WLB: skb

Police Department

City Of Tustin

February 28, 1992

300 Centennial Way Tustin, CA 92680 (714) 544-5424 FAX (714) 730-5134

Ms. Donna R. Searsy, Secretary Federal Communications Commission 1919 M Street N.W., Room 222 Washington, D.C. 20036

REFERENCE: In the matter of a request by Pro Net, Inc., for grant of a Pioneer's Preference for its Electronic Tracking Service. File #PP-23, RM-7784.

Dear Ms. Searsy:

The Tustin Police Department hereby submits its comments in support of the above referenced request for a Pioneer's Preference filed by Pro Net, Incorporated.

The Tustin Police Department's jurisdiction is approximately 15 square miles with a growing populous currently at 55,000. We have a large number of banks and as such, are subject to more than our share of armed robberies of these facilities. The ETS System, provided and administered by Pro Net, provides us with a much needed tool in combatting this ever-increasing problem.

We have utilized Pro Net's Tracking System for the past three years and have found it to be reliable and extremely useful. The company itself has always been very responsive and pro-active to all our needs and requests.

We would support Pro Net's request and petition to be provided with a permanent spectrum in the 216-220 MHZ band in order to continue to operate the ETS System. Failure to do so, and the corresponding loss of the ETS System, would certainly be a major setback in law enforcement's efforts to deal with armed robberies.

If you should have any additional questions, please feel free to contact me.

Sincerely,

W. DOUGLAS FRANKS Chief of Police

Stine Foster

Steve Foster, Captain Operations Division Commander

WDF:SF:dh

Tel: (714) 960-8811



CITY OF HUNTINGTON BEACH

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2000 MAIN STREET P.O. BOX 70

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POLICE DEPARTMENT

RONALD E. LOWENBERG
Chief of Police

February 20, 1992

Ms. Donna R. Searcy Secretary Federal Communications Commission 1919 M Street N.W., Room 222 Washington, D.C. 20036 "STAMP AND RETURNY"

Reference: In the matter of a request by ProNet Inc. for

grant for a Pioneer's Preference for its

Electronic Tracking Service

File # PP-23, RM-7784

Dear Ms. Searcy:

The Huntington Beach Police Department hereby submits its comments in support of the above referenced request for a Pioneers Preference filed by ProNet Inc.

- 1. The Huntington Beach Police Department provides law enforcement services for a southern California city of 182,000 persons and a summer time population that can sometimes be triple that figure. The police department utilizes the Electronic Tracking System and is interested in maintaining and retaining this crime fighting tool.
- The Huntington Beach Police Department has been utilizing the Electronic Tracking System since 1989. During this time, use of the system has resulted in the tracking and capture of several robbery suspects who were fleeing from crimes they had just committed. These timely captures also allowed for the recovery of the property that had been stolen.
- 3. The Huntington Beach Police Department is familiar with ProNet's request and its petition for rulemaking to provide permanent spectrum in the 216-220 MHz band for

ETS, and to authorize ETS to operate under the Business Radio Service rules. We fully support this request.

The Huntington Beach Police Department supports the grant of a pioneer's preference to ProNet because it offers a unique crime fighting tool that is unavailable through any other media. In the situations cited above, these arrests would have been impossible without a system such as ETS because of incomplete descriptions of vehicles and suspects as well as a specific direction of travel. The ETS system allows police officers to capture a signal and track it to a point of arrest. Because suspects are captured shortly after the crime is committed and with the stolen property in their possession, subsequent prosecution is enhanced and almost a certainty.

Although firm supportive data is unavailable, we have reason to believe the system has become a deterrent to some crimes, particularly institutional robbery, and we have found that perpetrators are now looking for signs of a signaling device when they commit such crimes. If the failure to grant ETS a permanent spectrum results in some change or loss of that service, our agency, the community and law enforcement in general will have lost a unique and effective crime fighting tool.

Simcerely

Ronald E. Lowenberg

Chief of Police

RL/ms



February 19, 1992



Ms. Donna R. Searcy Secretary Federal Communications Commission 1919 M Street N.W., Room 222 Washington, DC 20036

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REFERENCE: In the matter of a request by ProNet Inc. for grant of a Pioneer's Preference for its Electronic Tracking Service.

File #PP-23, RM-7784

Dear Ms. Searcy:

Las Vegas Metropolitan Police Department hereby submits its comments in support of the above reference Request for a Pioneer's Preference filed by ProNet Inc.

I have been assigned to the Robbery Detail of the Detective Bureau for over three and one half years. This department has utilized the ProNet tracking system since 1984. This Department and its community would support the request by ProNet for a grant for a Pioneer's Preference since this system has greatly contributed to the arrest of many bank robbers in this area.

ProNet has demonstrated continued professionalism in providing what I believe to be the most productive security system available to the banking industry. Each year our apprehension rate approaches or exceeds the 90% mark and this is due largely to the ProNet system. Additionally, with these apprehensions, monetary recovery is in the tens of thousands of dollars.

This Department is familiar with ProNet's request and its Petition for Rulemaking to provide permanent spectrum in the 216-220 MHz band for ETS and to authorize ETS to operate under the Business Radio Service rules and that we fully support this request.



